

DATE: June 22, 2016

REPORT TITLE: **PEEL 2041 REGIONAL OFFICIAL PLAN REVIEW - DRAFT REGIONAL OFFICIAL PLAN AMENDMENT 27 PROPOSED CHANGES RELATED TO HEALTH AND THE BUILT ENVIRONMENT, AGE-FRIENDLY PLANNING, AND TECHNICAL AND ADMINISTRATIVE UPDATES**

FROM: Lorraine Graham-Watson, Commissioner of Corporate Services  
 Janette Smith, Commissioner of Health Services  
 Eileen de Villa, MD MBA MHSc CCFP FRCPC  
 Medical Officer of Health

## RECOMMENDATION

**That a statutory public meeting be scheduled for October 13, 2016 pursuant to Section 17(15) of the Planning Act to inform the public and to obtain their input with respect to draft Regional Official Plan Amendment 27 related to health and the built environment, age-friendly planning, and technical and administrative updates;**

**And further, that pursuant to Section 17(16) of the Planning Act, one open house be scheduled in each of the local municipalities prior to the public meeting;**

**And further, that a copy of the draft Regional Official Plan Amendment 27 be forwarded to appropriate agencies, the Ministry of Municipal Affairs and Housing, the Cities of Brampton and Mississauga, and the Town of Caledon and all other municipalities adjacent to the Region of Peel for their review and comments.**

## REPORT HIGHLIGHTS

- The Regional Official Plan is required to be reviewed periodically. On November 21, 2013, the Growth Management Committee (GMC) endorsed a work program for the Peel 2041 Regional Official Plan Review and further additions to the work program were endorsed by GMC in February 2015.
- This report recommends that a statutory public meeting be held on October 13, 2016 and open houses be held to inform the public of a proposed amendment related to health and the built environment and age-friendly planning.
- The draft health and the built environment focus area proposes strengthening official plan policies to require health assessments as part of the development application process, ensuring municipal councils are informed of the health impacts of development and supports ongoing monitoring and evaluation in this regard.
- The age-friendly planning focus area proposes new policies in the areas of aging within the community, universal accessibility, and creating better environments for active aging.
- Consultation on the discussion papers and draft policies has occurred with internal departments, local municipal staff, community agencies, and the development industry.

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## DISCUSSION

## 1. Background

## a) Regional Official Plan

The Regional Official Plan (Official Plan) provides a long-term regional strategic policy framework for guiding growth and development in Peel while protecting the environment, managing resources, and outlining a regional structure that manages this growth. The Official Plan provides policy direction on various matters of provincial and regional interest (e.g. protection of regionally and provincially significant greenlands, expansions to the Regional Urban Boundary, population and employment growth forecasts). The Official Plan is strategic in nature and ensures that the respective roles and responsibilities of the local municipalities and the Region of Peel in planning matters are respected. The Official Plan supports the more specific objectives and land-use policies in the local municipal official plans.

The overall goals of the Official Plan are to:

- Create healthy and sustainable communities for those living and working in Peel;
- Recognize, respect, preserve, restore and enhance ecosystem features, functions and linkages;
- Recognize the importance of the economy and manage and stage growth and development in accordance with the financial goals and fiscal sustainability of the Region; and,
- Support growth and development in a sustainable manner which integrates the environmental, social, economic and cultural responsibilities of the Region.

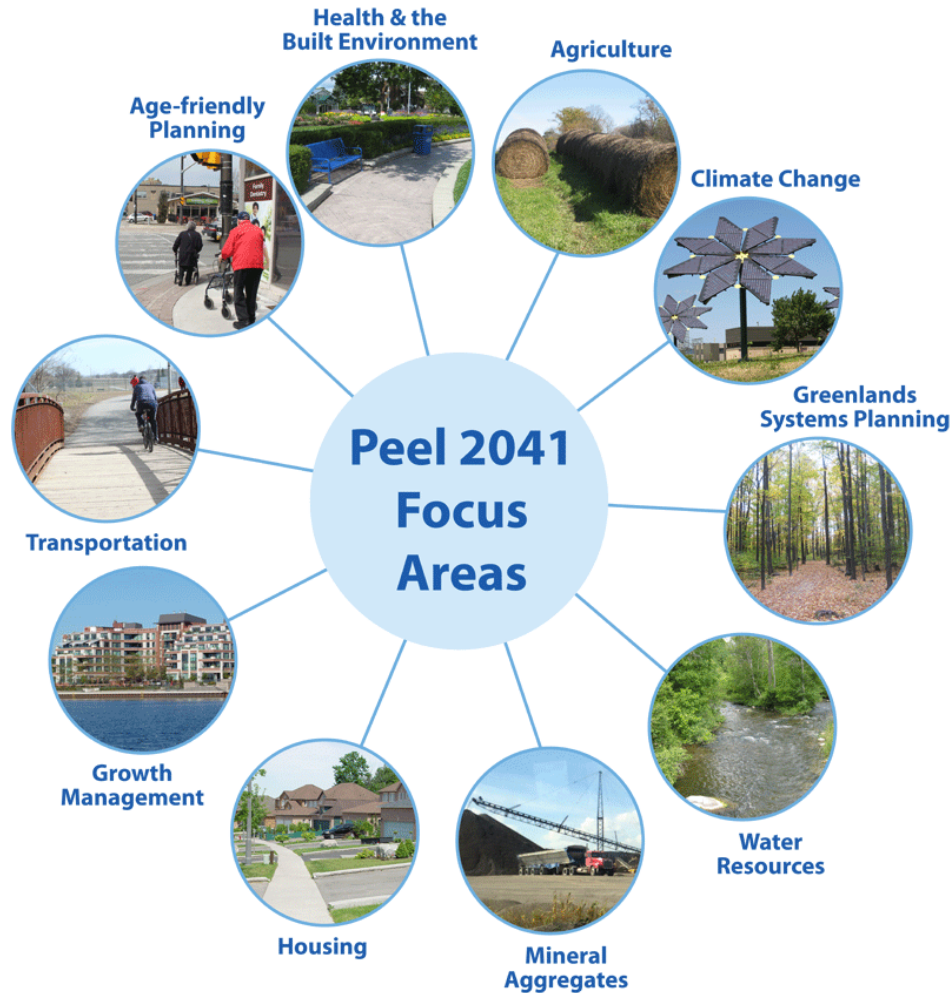
The Official Plan is reviewed periodically to conform to Provincial Plans, legislation, and policies and to address emerging planning issues affecting the Region, while ensuring the goals of the Official Plan are met.

The *Planning Act* requires the Official Plan to be revised as required not less than every five years to ensure conformity with Provincial plans and Provincial policy statements. Regional Council held a special meeting of Council on May 23, 2013 in accordance with the *Planning Act* to initiate the Peel 2041, Regional Official Plan Review (Peel 2041) due to changes to Provincial Policy direction (e.g. Amendment to the Growth Plan for the Greater Golden Horseshoe) and to advance Regional planning issues. On November 21, 2013, the Growth Management Committee (GMC) endorsed the Peel 2041 work program. The release of the Provincial Policy Statement (PPS) 2014, along with emerging work on growth management and age-friendly planning resulted in additions to the work program in early 2015. The Peel 2041 process addresses a number of legislative and policy initiatives that have been introduced by the Province since the Official Plan was last reviewed.

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## b) Peel 2041 Work Program

The work program for Peel 2041 identifies ten focus areas through which the Official Plan is being reviewed to ensure conformity with provincial initiatives and progress on planning matters.



The Province is the approval authority for all Regional Official Plan Amendments (ROPA) which are adopted by Council as part of Peel 2041.

## c) ROPA 27

ROPA 27, which is being brought forward in this report, includes two of the ten focus areas:

- Health and the Built Environment
- Age-Friendly Planning

Additional policies related to technical and administrative updates arising from the research and consultation undertaken are also included in ROPA 27. Draft policies will be brought forward at a later date for the remaining focus areas.

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The built environment and age-friendly communities are elements that contribute to active and healthy communities. An integrated approach to address these issues helps advance the implementation of the Term of Council Priority (ToCP) - Promote Healthy and Age-Friendly Built Environments.

The 2014 PPS includes updated policies to support active and healthy communities by building on existing policies on public spaces to facilitate active transportation and community connectivity. New policies are found in section 1.5 Public Spaces, Recreation, Parks, Trails and Open Space to promote healthy and active communities by planning public streets, spaces and facilities to facilitate active transportation and community connectivity. Further additions to the PPS include planning and providing for equitable distribution of publicly-accessible built and natural settings for trails and linkages.

The *Smart Growth for Our Communities Act, 2015* (Bill 73) adds language to the *Planning Act* on promoting built-form as a matter of Provincial interest, which municipalities must have regard to. Proposed ROPA 27 helps implement these planning goals and objectives while advancing Regional planning interests.

The work on this amendment has been prepared in close co-operation with the local municipalities through the Technical Advisory Committee (TAC) group representing senior-level Regional and local municipal planning policy staff and initial consultation with stakeholders. The statutory public consultation and other stakeholder engagement recommended in this report will allow for further input before final policies are recommended.

The Peel 2041 process also supports many components of the Region of Peel's 20-Year Strategic Plan and 4-Year TOCPs which were approved by Regional Council on November 12, 2015. This includes several Strategic Objectives from the Strategic Plan related to the built environment that promote healthy living and walkability. ROPA 27 supports the specific Strategic Plan components and TOCPs highlighted as follows:



A copy of the draft policies containing the details of the proposed policy amendments is attached as Appendix I. Summaries of each policy area being considered in the amendment are provided below.

**2. Health and the Built Environment**

The Region has spent more than five years laying a foundation to positively influence the built environment agenda toward optimizing the health promoting potential of our communities.

The proposed policy amendments in Draft ROPA 27 on health and the built environment aim to increase and strengthen the application of health-based criteria into the land-use planning process across the Region of Peel.

**a) Background Research and Analysis**

The Healthy Development Index (HDI) was developed by Peel Public Health in 2009 in consultation with the local municipalities and internal departments including Corporate Services and Public Works. The HDI, a body of research evidence, was compiled to

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identify elements and quantifiable measures associated with increased walkability. This evidence base was developed in partnership with St. Michael's Hospital Centre for Research on Inner City Health and McMaster University, and presented to Council. The HDI has evolved into the Health Development Assessment (HDA) which is a user-friendly tool for assessing the health impacts of land-use development proposals through consistent, quantitative standards. The HDA measures the health promoting potential of a planning or development proposal by producing a score to communicate the achievement of design standards that are essential to building healthy and complete communities. Design standards are organized according to the following built environment attributes that are linked to health outcomes:

- Density
- Service Proximity
- Land-Use Mix
- Street Connectivity
- Streetscape Characteristics
- Efficient Parking

Each element is further refined into quantifiable measures that are statistically associated with specific physical activity outcomes.

In 2014, Regional staff assessed the HDA's impact on local municipal plans and projects. While the tool was useful to support local goals related to compact and healthy design and raise awareness of the link between health and the built environment, its application wasn't consistent and systematic. There is no statutory authority within the Region to enable local municipal staff to require and enforce the application of a health assessment and its recommendations related to healthy development with the development proponent or inform the municipal council of the health impact. ROPA 27 responds to these opportunities.

In addition, Regional staff has collaborated with the local municipal staff to apply the assessment tool to each unique local context. This includes:

- City of Brampton is well aligned through its use of the Sustainability Community Development Guidelines
- City of Mississauga is working with Regional staff to ensure the health assessment tool meets the needs of their local context
- Town of Caledon is using the HDA in its current form and testing it with the Mayfield West Phase II secondary plan

This collection of health assessment tools makes up the Healthy Development Framework, which includes the HDA and the local municipal assessment tools that address their specific development contexts. The Framework integrates Regional and municipal implementation strategies to reduce duplication and maximize opportunities for healthy development. All tools contain the interconnected elements of the built environment that are linked to health outcomes.

Building on evidence, the current provincial context, and preliminary implementation of health assessment tools in Peel, Regional staff has also prepared the *Health and the Built Environment Regional Official Plan* discussion paper. The discussion paper

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includes considerations on how the evaluation of built environment characteristics could be better integrated within the development approval process. The discussion paper can be found at the Region of Peel website at [peelregion.ca/planning/officialplan/art/Health-Built-Environment-Discussion-Paper.pdf](http://peelregion.ca/planning/officialplan/art/Health-Built-Environment-Discussion-Paper.pdf).

**b) Policy Formulation**

Previous amendments to the Regional Official Plan (ROPA 24 and 25) have helped to increase the focus on health-related elements, introduced the use of health impact studies and created a role for evaluating the built environment. Additionally, the local municipalities have introduced general language regarding health and the built environment into their official plans. However, the Regional and local municipal staff have recognized opportunities for healthy development policies to be more consistent and systematic to better inform decision making related to the health impacts of development.

The discussion paper and draft policies were completed in consultation with the local municipalities, provincial partners, planning consultants, the development industry, and various stakeholders. In addition to the discussion paper, outcomes from the process included a stakeholder workshop, draft Healthy Development Assessment User Guide which contains an overview of the Healthy Development Framework, and proposed policy amendments. The Healthy Development Assessment User Guide can be found at the Region of Peel website at [peelregion.ca/health/resources/healthbydesign/our-initiatives.htm](http://peelregion.ca/health/resources/healthbydesign/our-initiatives.htm). The amendments aim to:

- Require regional and municipal planners to be consistent and integrate the Healthy Development Framework evidence-based health elements into relevant planning policies and documents
- Require new development applicants to complete a health assessment as part of the development application process and that the results be reported to local council
- Require health assessments for new Regionally or municipally owned and operated public facility project applications

The proposed policies focus on assessing land-use planning applications and policy documents to meet the evidence based health standards. Assessments will identify opportunities to optimize the health promoting potential of communities, and improve health outcomes through active transportation.

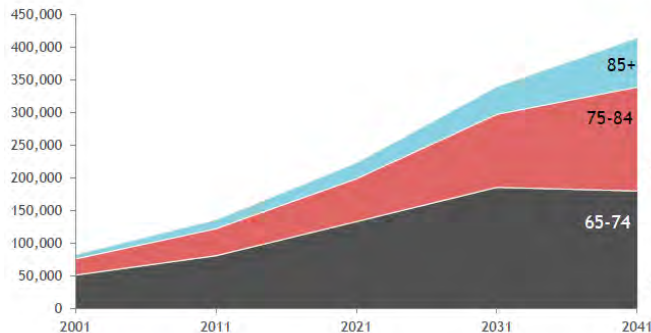
**3. Age-Friendly Planning**

Planning for an aging population was added as a focus area of Peel 2041 as a result of input received during the initial consultation phase. This focus area will help to proactively respond to changing demographics as it relates to seniors (defined as age 65 and older). Similar to trends in some other parts of the world, especially nationally and provincially, Peel is experiencing a steadily increasing senior's population as the 'baby boomer' population ages. The following are future trends related to the senior's population in Peel:



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## Aging Population in Peel



- Population over 65 is estimated to increase by 200% by 2041
- More than 415,000 people: 1 in 5 will be seniors
- A growing proportion of our population will likely require some support in daily living
- If current trends continue to 2035, if Peel was a village of 100, there would be 20 seniors

Source: Statistics Canada 2001 & 2011 Census, Hemson Consultants (Amendment 2 Forecasts)

To respond to this changing demographic trend, the Region of Peel is recognizing the need to plan, prepare and adapt its Regional programs and services.

Peel 2041 presents an opportunity for the Region and local municipalities to: respond to senior level governmental initiatives including the Province's "Action Plan for Seniors", address the needs of an increasing seniors population in our communities, and build on the existing policy framework by adding new policies to the Official Plan to support the establishment of age-friendly communities.

#### a) Background Research and Analysis

All levels of governments are releasing key documents and policy statements which call for fostering the development of age-friendly communities. Work in this area has been completed by the World Health Organization (WHO), the Public Health Agency of Canada and the Government of Ontario. Background research conducted by Regional staff is documented in the "Planning for an Aging Population Discussion Paper," which can be found at the Region of Peel's website at: [peelregion.ca/planning/official-plan/focus-age-planning.htm](http://peelregion.ca/planning/official-plan/focus-age-planning.htm). The discussion paper identifies strengths and opportunities to advance the development of age-friendly communities through the Official Plan. Appendix IV contains an Executive Summary of the discussion paper.

#### b) Policy Formulation

The existing Official Plan contains a number of policies relating to aging within sections 5.5 (Growth Management), 5.8 (Housing), 5.9 (Accessible Transportation System in Peel), and 6.2 (Regional Human Services). Current aging-related policies can be broken down under the following themes:

- Aging within the Community
- Housing Options and Affordability
- Accessibility and Age-Friendly Infrastructure
- Creating Complete Communities
- Human and Health Services



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The discussion paper has identified opportunities to develop Official Plan policies to specifically support seniors to age in their communities. Universal accessibility design in the built form should be encouraged to create a safe, barrier-free and more inclusive environment. This will further support the Healthy Development Framework by requiring the local municipalities to implement this tool to support active and healthy aging in Peel. Another opportunity is to assess the built environment in existing neighborhoods to support the implementation of universal accessible design principles. These policy directions are proposed as part of ROPA 27. The preparation of the discussion paper and draft policies was undertaken in consultation with internal Regional departments, local municipal staff, and community agencies including the Caledon Mayor's Seniors Forum, Mississauga Older Adults Advisory Panel, and Brampton Seniors Council.

**4. Technical and Administrative Updates**

Administrative changes to the Official Plan are to improve and clarify the understanding of existing policies. A few key technical and administrative updates proposed through ROPA 27, as follows:

- A policy is proposed to permit administrative updates and to correct minor errors through the preparation of an Official Plan office consolidation without a formal ROPA provided that the purpose, effect, meaning and substance of the plan are not affected. This is similar to the approach of other municipal official plans.
- Further revisions are proposed to reflect current terminology.
- The list of Regional services in Chapter 6: Regional Services of the Official Plan is proposed to be updated to reflect changing responsibilities and terminology. This component does not require an Official Plan amendment.

Approval will be sought from Regional Council on all of the changes in Appendix II at the same time as ROPA 27, in late 2016.

**Next Steps**

Upon approval of the subject report, open houses and a public meeting will be scheduled to inform the public and obtain comments on the draft policies to the Official Plan pursuant to Section 17 of the Planning Act. Regional staff will circulate the draft policies for health and the built environment, age-friendly planning and technical and administrative updates to the Province, appropriate agencies, adjacent municipalities, the Cities of Mississauga and Brampton and the Town of Caledon for their review and comments.

In addition to formal consultation through open houses and a public meeting, informal consultation will continue with internal departments, local municipal staff, community agencies, the development industry, and other stakeholders.

Following formal consultation on draft ROPA 27, Regional staff will bring forward a final proposed amendment to the Official Plan for consideration and adoption by the Regional Council.

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The status of the focus areas: growth management, housing, transportation, climate change, water resources, agriculture, Greenland system planning, and mineral aggregates can be found in Appendix V.



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**Approved for Submission:**



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D. Szwarc, Chief Administrative Officer

**APPENDICES**

1. Appendix I – Draft ROPA 27
2. Appendix II - Regional OP Chapter Six List of Regional Services
3. Appendix III - Health Report November 19, 2015 GMC Meeting
4. Appendix IV - Executive Summary: Planning for an Aging Population Discussion Paper
5. Appendix V – Update on Peel 2041 Regional Official Plan Review Focus Areas

*For further information regarding this report, please contact Arvin Prasad, Director, Integrated Planning Division, Extension 4251, [arvin.prasad@peelregion.ca](mailto:arvin.prasad@peelregion.ca).*

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